Corrected draft - retyped

Early 1952

SECRET

SECURITY INFORMATION

History of Office of Collection & Dissemination

I

OCD as presently constituted combines two separate and distinct types of operation under one roof. One is the maintaining of files of intelligence material for reference by CIA and the IAC agencies; the other, the collecting, routing, coordinating and disseminating of intelligence material within CIA and to the IAC agencies. It is from the second of these, carried out by the Liaison Division (originally a separate Office of Collection & Dissemination), that the Office takes its name.

omit [Theory and Origin of the Reference Center]

The need for a reference system, adequate to cope with the massive flow of incoming intelligence and for establishing contact with industrial leaders and other people in the U.S., who had or could obtain information of value to intelligence, were of primary import in 1946 to the newly organized CIG. However, the reorganization ~~of CIG~~ as envisaged by CIG Dir. 14, 19 July 1946, did not at the moment extend to these problems. The State Department's Reference Division cared for some of CIG's needs 1/ but hardly could have been considered a service of common concern. The

SECRET

216

decision was made therefore in the fall of 1946 to establish a Reference Center within CIG.

The concept of the Reference Center was to maintain intelligence files with two points in mind:

1. Avoidance of unnecessary duplication of the holdings of other agencies.

2. Cognizance and registration of material held by other agencies and non-government sources.

The Reference Center, was temporarily placed in ORE for administrative support, 19 December 1946.

It was to be the repository for all intelligence and intelligence information to be permanently filed by CIG, to maintain records of all available intelligence sources, intelligence information and intelligence; to provide a reference library for CIG (and to establish, in coordination with OCD, procedures for utilization of its materials and catalogues by other agencies).

To this end, the Reference Center was to include a Library and several registers for the handling of special types of intelligence such as biographic, industrial, and graphic information and a fourth for

contacts within the United States. All these, plus a Central Index for business machine operation and development were activated between 1 January and July, 1947. 5/

From the outset, it was evident that the great volume of intelligence material flowing into CIG could not be indexed and cross-referenced by the slow, cumbersome and space-consuming methods of standard library practice. The only possible solution was the use of business machines, whose techniques and capabilities could be applied to certain operations of indexing and locating material, chiefly through the use of IBM punch cards. 6/ These machines have their limitations, however, and the special requirements of the Reference Center had to be tailored to fit such limitations while the machines themselves had to be improved to fit the requirements. Both were done; the greater part of 1947 was devoted to the development of the Library's Intelligence Subject Code and the special codes of the individual registers. These have proven flexible enough to withstand the changes and strains of four years' service. 7/ The Machine Division conducted experiments and research in machine techniques, which

produced noteworthy results, particularly in the Intellofax system which reproduced text printed on IBM cards onto a continuous tape.

With these machines doing their bit for the security of the United States, the Reference Center began to give real satisfaction to its customers in CIA. The material coming into CIA was far more than the personnel could handle, and large backlogs built up in the first two or three years. The individual divisions are treated

separately in this work, but the problem of too much material and too few people was common to all. In September 1947, the Reference Center which had been conceived as a support function, had grown to a sufficient size to branch off on its own, as a service for the Agency as a whole. It had never been intended to have the Reference Center remain under ORE, where it was tending to become a reference service for that office alone. Consequently the Reference Center was separated from the administrative support of ORE and set up as an office under the Executive, A&M. In May 1948, a major change in the organization took place.

omit ~~II.~~ [Combining of Reference Center and OCD (old)]

To understand the background of this change, it is necessary to go back to the summer of 1946. General Vandenberg's first re-organization plan, effective 20 July 1946 (CIG Dir. 14), provided for an Office of Collection which was to act for DCI in collecting foreign intelligence and establish coordination with the various collection agencies to enable ORE to perform its functions, and an Office of Dissemination,

which was responsible for dissemination of all intelligence to authorized recipients. ORE, however, was instructed by CIG Administrative Order #12 (22 August 1946) to "complete & publish" finished intelligence until O/D was adequately staffed. 10 September 1946, O/C and O/D were combined into one Office of Collection & Dissemination (OCD (old)). This office was organized in three branches:

1. Requirements - which contacted government agencies and was to know their needs.

2. Collection - which coordinated and arranged field collection by agencies.

3. Dissemination - which distributed intelligence material throughout the government.

There was also a Reading Center, which inspected all incoming documents and routed them to the proper offices. From December, 1946 to the summer of 1948, OCD (old) led a struggle to set up an Interdepartmental Reading Panel. The opposition of State and the difficulty of reproduction in quantity held it up until June, 1948 when Liaison Division began to exercise administrative and executive control over it.

SECRET

SECURITY INFORMATION

Organizationally, this was a workable set-up, but as time went on, the service end of the job tended to be swamped in procedure for procedure's sake. By June, 1947, OCD (old) was handling a large volume of projects, some of which were of vast scope and magnitude. The office prided itself on the number of requests it received, all handled formally, and tended to stress quantity rather than quality. Early in 1948, the decision was made by the Director to abolish OCD (old) and merge it with the Reference Center.

CIA General Order #6, 3 May 1948, consolidated OCD (old) the Reference Center, and Central Records Division of Services Branch, Administration and Management. A few weeks later, by CIA General Order #7, 18 May 1948, the chief of the Reference Center was appointed Assistant Director for Collection & Dissemination and both Reference Center and Central Records were officially transferred to that Office. With this merger, two new functions were added to that of the Reference Center, giving OCD three major categories of operation:

SECRET

1. Services of common concern; library and other reference registers.

2. Coordination of collection requests of CIA and other agencies.

3. Administrative: - the reception and dissemination of documents and reports. 13/

The last function was absorbed by the CIA Library with the exception of messenger and courier service which was handled by the Administrative Staff; the second was that of OCD (old), which was re-organized as the new Liaison Division. This Division was divided into four desks (branches) which coordinated Requirements, Collection & Dissemination for the separate producer-consumer agencies. To complete the re-organization of 1948, the Contact Register was moved to the Office of Operations, 28 August 1948. 14/

print [III. Since Reorganization of 1948]

OCD is the servant of CIA; as the agency grew in size, as new offices were created, OCD had to grow to keep pace with them. Its workload increased from two directions; the amount of material flowing into OCD to be processed and disseminated and the requests of other offices on the Divisions of OCD for service. The rate in the amount of documentary

SECRET
SECURITY INFORMATION

material flowing into OCD had shown a steady increase since 1947. In 1950, the rate of increase doubled. This was due to several factors: the greatly expanded 25X1A [redacted] program, material from 25X1A [redacted] and from such POW interrogation programs as 25X1A [redacted] and 25X1A [redacted] (Cf. Industrial Register). OCD has tried in the past two years to exercise greater selectivity in the documents acquired from the IAC agencies. Requests for information in 1950 increased 56% over the previous year, and in 1951 were 29% over those of 1950, reaching an average of 2,250 per month.

ILLEGIB [redacted]

Personnel figures for OCD have followed the general trend of increase in the agency. In December, 1950 the Mail and Courier Service and Central Records were removed from OCD and restored to Administrative Services. This accounted for the sizeable drop in personnel in that year and took away from OCD, two services which had functioned well under it, but which were not properly components of that Office. The last addition made to OCD was that of the Special Register, 21 June 1951, which had been started in the previous year in OCI, and which will be

ILLEGIB

[redacted]

SECRET

[redacted]

OCD

Early in April, 1952 most of the staff of OCD together with their accoutrements and impedimenta moved from quarters in M Building, across 26th Street, to what was formerly known as the Riverside Stadium. This had been a roller-skating rink of no mean proportions. Important repairs and renovations were undertaken to make it suitable for its weighter duties, and these were at last accomplished. The job of resettlement on a single vast expanse of floor has been tremendous. In the earlier stages, at least, certain of the defects of the new arrangements stand out as more noticeable than they may later become. But the wheels of the vast project which is OCD, have been kept turning with very little loss of time or efficiency. That this is so, is a tribute to the loyalty and esprit de corps of the men and women who compose it.

The CIA Library

II

Since 1 January, 1947 the CIA Library has been serving the documentary intelligence needs of the organizational units in CIG-CIA. It began in the Reference Center under the administrative guidance of the Office of Reports and Estimates, and was known as the Intelligence Documents Division. Later it was designated the Reference Center Library, under the supervision of the Chief, Reference Center, Administration and Management. After the reorganization of 1 May, 1948 the name was changed to the CIA Library, a Division of the Office of Collection and Dissemination.

The Library is the Agency's documentation center. Intelligence documents, books, periodicals, newspapers - practically all documentary information - arrive in the Library first for processing, before distribution. The Library's main job is to index this material, then to make it available to requesters. In fulfilling this task, the Library was the first to apply centralized library methods to both the organization and distribution of intelligence information. It has sought not only to develop a well-organized collection of its own but also to uncover the

places where material is available elsewhere. The bibliographical controls for classified documents are the same to which an investigator is accustomed in more usual research.

A concomitance to thorough referencing has been the element of speed. The intelligence analyst must get his information quickly, as well as be able to find it again. For this reason machine techniques have been applied to the search for information. Although machines can sort and collate rapidly, their success as searches is essentially based on the structure of the coding system used in processing the input. Faced with this problem in 1947, the Library examined existing classification schemes, both within and without the intelligence community; it tried to achieve inter-agency agreement on the adoption of a single plan, but finally was compelled to set up a new code system especially adapted to its own needs. This system, known as the Intelligence Subject Code, combines the most useful elements of methods obtained before 1947, with the arrangement of subjects known to suit the continuing needs of the

Library users. This Code and the machine index-distribution system are two notable contributions to intelligence research.

From the start, the users of the Library have been accustomed to prompt and sympathetic service to which much consideration is being continuously given. That the service is appreciated is evidenced by the constantly increasing requests for it. In 1951 an average of 1200 reference requests and of 6000 document requests were received per month. To handle such a volume, the Library working jointly with the Machine Methods Division began developing a central reference system called "Intellofax." This system supplies bibliographies of intelligence document references, by any combination of subject, area, source or date of information. It couples the IBM punched card system with facsimile scanners and recorders. Library index cards contain a punched area for sorting purposes and a text area for the printed reference. IBM machines first refine and select the references, then the reproducing machines record the printed information on a tape. As developed by CIA, "Intellofax" is one of the most advanced systems in operation today for the

handling of information searching problems.

The Library is also primarily responsible for the centralized procurement of publications required by the Agency. It was not, however, until December 1950 that this function was assigned to it; before that time the various offices did their own ordering. Though most publications are overtly obtained, covert means are resorted to in special cases.

In May, 1948 the functions of records management, archives and distribution of information (including Top Secret Control) were transferred to the Library from Administration and Management. In 1949, the Librarian was appointed the first Vital Documents Officer, whose duty has been the establishment and operation of a repository for vital documents, well removed from Washington. In January 1950, records management and archives were transferred back to what had then become Administrative Services.

not till Jan 1951, I believe (mpc)

The Librarian was further designated in 1950, CIA Top Secret Control Officer, Custodian of Registered Documents and Control Officer

of certain code-word collections of documents. As of 1 January 1952, there were 35 Top Secret areas and substations in operation.

The Library maintains an agreeable reading room and has also established two branches in offices distant from the main one, for use of the covert offices and of Training. In 1947 the Library had one shelf of books and two file drawers of intelligence documents. In 1952, the collection exceeds 50,000 volumes and the intelligence documents fill 200 cabinets. Over 25X1B [redacted] other documents are available on microfilm.

SECRET

SECURITY INFORMATION

Industrial Register

III

The Foreign Industrial Register was activated in June, 1947 and a month later ORE Instruction 31-47, 15 July 1947, defined its duties as:

1. Maintaining a file of foreign industrial installations, developments and resources, and their international functional relationships.

2. Correlating these data ... for the purpose of economic analysis ... or for statistical computation.

3. Providing economic or operational details of any particular foreign industrial installations.

With this authorization, Industrial Register swung into operation, facing from the outset the problem of more work than the available personnel could handle. 1 December 1947, the Industrial Register received

25X1B

[redacted]

[redacted] It was decided that the Industrial Register requirements and the ICF requirements of distribution

SECRET

to the IAC agencies "should be blended into a single system thus allowing the world-wide responsibilities of IR to be more directly tied in with priority of needs of ORE." At the end of the first year and a half of operation, Industrial Register was acquiring about 250 documents daily. The basic file on December 31, 1948 consisted of some 80,000 ICF cards, and related documents in plant folders. During the period between the summer of 1947 and that of 1949, owing to personnel shortages, a considerable backlog of uncollated information was built up. This logjam began to break in 1950, and by June of that year the staff was more than keeping abreast of the intake of documents. Primary concentration remained on the USSR, but during the autumn of 1950, good progress was made in achieving coverage of the European satellites. Another year, December 1951, saw the remainder of the foreign world except for less important parts of Africa in the network.

The rate of document intake toward the end of 1951 was running at about [redacted] per working day. By the end of the year there were over [redacted] ICF cards in the Industrial Register.

25X1B

25X1B

The sources of information which Industrial Register uses are many and varied. In the free world, registers and published reports of many varieties are available, and these are supplemented by such documentary collections as those of ECA, BEW and UNRRA. Information from behind the Iron Curtain is much harder to come by. Prisoners of war, especially repatriated Germans, defectors, and refugees can give personal information. FBID, Foreign Documents Division, special trade periodicals and U.S. Industrial contacts can add a good bit. Although not classed as a satellite in the above figures, and not heavily industrialized, China is well covered as regards industrial information, and Industrial Register collaborates closely with the covert offices on this area.

Industrial Register is charged with "foreign industrial installations, developments and resources." This includes factories and all types of industrial plants, mineral deposits, mines, port facilities, pipelines, electric power stations, storage facilities of all types and railroad and aircraft repair facilities. Railroad right-of-way and highways are covered by Army Map Service, while airfields are handled by the Air Force.

To handle the enormous mass of material, special codes were found necessary. From the beginning of Industrial Register operations, the Air Force Code for basic industries was used in part. Within CIA a product code has been developed by the joint efforts of the Library, OCI, ORR and Industrial Register. Information was recorded on ICF cards, with documents sometimes attached. These cards, in multiple copies, were distributed to the IAC agencies, but this practice was abolished because of the excessive duplication of material involved. Material of considerable length or size, maps, pictures, charts or bulky reports, is filed in individual plant folders. Each plant or installation is identified by a plant number, to which the ICF card and folder are keyed. Index volumes for each country, arranged by economic area within the USSR, list all plants by location, name of installation and type. All records are microfilmed and there is a machine index to the complete Register.

Statistics on the Industrial Register prior to 1951 were generally unsatisfactory in the matter of installations identified. As of December

25X1B
31, 1948, the Register had [redacted]
25X1B
[redacted] items were "in suspense." This was the result of the original concept that no plant would be regarded as positively identified until reports on it had been received from two or more sources. However, this identification system proved to have flaws which took some time to correct. In late 1950, the majority of the difficulties were reconciled, and as of 31 December 1951, the
25X1B 25X1B
Industrial Register listed [redacted] installations, [redacted] of them in
25X1B
[redacted] in the satellites. Mineral deposits have been classed as simply as possible to avoid confusion, e.g. the oil deposits around Baku, within a certain radius, are considered one mineral deposit despite the number of wells that are sunk there. Industrial Register has made much progress in making more distinct identification of uncertain data on plants.

Several special projects which were begun in 1950 have been instrumental in feeding information to Industrial Register through channels

25X1A

other than those of the CIA Library. These were [redacted]" the

25X1B

[redacted]

In response to a growing volume of requests for material on Western European industry and resources, Industrial Register, with the approval of the IAC, instituted a special microfilm project. Two microfilm teams were disptached in August and November, 1951 to examine ECA and other overseas files for items of industrial or biographic interest, not previously sent back to the U.S. Because ECA's assistance program was so extensive the scope of this operation is actually world-wide. A second major project was begun in August, 1951, the coding of Soviet Industry by product. This operation hit full stride in November and by 1 February 1952 had coded approximately one third of the Russian industrial establishments.

With the tremendous growth in the size of ICF files, the ORR researcher often found himself with far more material on a given plant or industry than he could profitably use. ORE, in August 1948, had agreed to direct an IAC program for current evaluation on a continuing basis, but this program was not carried out. However, ORR in the past year has asked Industrial Register to begin writing "Plant Summaries," i.e. a concise summary of a given plant using the best information available. This is really a step beyond the primary function of Industrial Register, which is that of custodian and dispenser of information. Still, the value of a summary for the hard-pressed researcher is obvious, and the Industrial Register personnel are equipped for the task, though not up to strength in numbers. Some pilot summaries have been written and have proved useful, and it is expected that more will be done in the future.

BIOGRAPHIC REGISTER

IV

It had been hoped originally in 1946 to establish a central file of biographic information suited to the needs of all the IAC agencies, but complete agreement could not be reached on this point. After some consideration CIG Directive No. 16 (1 November 1946) delimited the areas of responsibility for biographic intelligence as follows:

State - political, cultural, social, economic, and international

Army - military

Navy - naval

All departments - scientific (in accordance with individual needs)

In due course it seemed advisable to divide scientific personalities from all others, a group for which none of the agencies had previously been given specific responsibility. By January, 1948 priority was being given to scientific biographies in CIA, and this duty was definitely confirmed by NSCID No. 8, 25 May 1948. At the same time the information on non-scientists grew apace, being subdivided on a

regional basis. Processing data on non-scientists resulted in some duplication among the IAC Agencies and as a consequence, repeated efforts were made to put all biographic intelligence under one umbrella, but up to the present without result.

From November, 1948 on the Biographic Register has made reports on a special format citing in conclusion the sources of information consulted in the dossiers and elsewhere (often these reports reflect conflicting data). Dossiers are maintained on persons of importance, cross referenced by location and fields of conversance, etc. On others there is little more than a name entry on record which can be expanded into a dossier if the need arises. IBM equipment is used extensively under special codes to achieve a cross-indexing system not found elsewhere. Late in 1951 a new four-way indexing system was installed experimentally in an attempt to greatly increase production capabilities.

SECRET

SECURITY INFORMATION

GRAPHICS REGISTER

V

ILLEGIB [redacted]

The Graphics Register was activated in July, 1947 and organized into three Branches to procure and maintain reference material - maps and charts, motion pictures, and still photographs.

25X1B 25X1B

[redacted] The Map Branch was consolidated with a similar Branch in ORE in September, 1948.

After some experimentation and an extensive study of existing codes, a satisfactory coding system was devised for each Branch. To date, about 10% of the photographs have been coded and machine-indexed.

25X1B

The collection as of January, 1952 contains some [redacted] photographs. The amount of available photographic material of potential intelligence

SECRET

SECRET
SECURITY INFORMATION

value is so great, that careful selectivity on the basis of need has been exercised. [redacted]

25X1B

25X1B [redacted]

25X1B [redacted] The film collection covering the Iron Curtain countries is already considerable and one to which additions are most gratifying in view of the difficulty in obtaining them.

25X1

A great many offices of CIA and the IAC agencies are utilizing the services of the Graphics Register. In CIA, the covert offices are especially interested.

SECRET

MACHINE DIVISION

VI

The Central Index, as Machine Division was first called, became an entity on 17 March 1947. Most of the first year was spent in developing the techniques for the unusual operations of the Reference Center and the special machines needed for the Library and the various Registers. In this regard close and continuing contacts were established with the manufacturers of business machines.

Elsewhere in more detail is given an account of what was expected of the machines and how they were patiently brought to perform their tasks. It seems proper to say here, however, that a masterly job was done through the teamwork of the engineers and the analysts, a meeting of the minds and of the hands. The problem was both intricate and fascinating - to make machines do rapidly and accurately what five times the number of trained persons could hardly have accomplished. The benefit to the Agency is already incalculable, and there is good reason to suppose that further advantages will accrue as new processes are imagined and their problems overcome.

Transmission of printed matter in facsimile reproduction is practicable over considerable distances either by cable or wireless. The chief obstacle to its use by CIA and other agencies is its lack of security, and to offset this a scrambler device is now under development. When perfected, it will enable almost any type of document to be transmitted instantly and secretly to any number of key points in the national security set-up.

Several other machines besides Intellofax are used or have been adapted to Agency needs by the Machine Division. Among these are: Thermofax, which reproduces any ordinary black on white paper on a thin flimsy in a matter of seconds; Xerox, which is a slower, more complex process, but which may be used to reproduce offset masterplates for mass reproduction; Apeco process, which reproduces any type of written or printed paper, microfilm, mimeograph etc. in a form something like photostat. These various facsimile reproductions have two advantages: speed and accuracy. They take far less time than typing and there is no possibility of error in copying. The Agency has acquired ten patents as a result of this facsimile

development and research.

The Division assists other offices of CIA and other government agencies in all sorts of technical problems which arise in their operations, and also is responsible for the maintenance and repair of various types of equipment. On occasion, experimental rigs are built to prove or disprove theories that may lead to the solution of problems that have been troublesome.

A major operation, part of a Special Project, has been the production of gazetteers. This project began in 1948 with the compilation of a Russian Gazetteer, using place names provided by the Board on Geographic Names. The names are punched on IBM cards, alphabetized and printed by machines. Offset plates are made from the machine listing, and two thousand copies of the gazetteer in book form are produced for use both here and abroad. Since the start of this project, almost 80 gazetteers for various areas of the world have been completed. These will be revised or completely reprinted as occasion demands. Other smaller projects, such as a study of

commodities shipped from the U.S. and finally, by devious methods, arriving behind the Iron Curtain is but one example of the variety of the Division's endeavors.

The great versatility of the Machine Division is without question a tremendous asset not only to OCD but to the Agency as a whole.

Revised draft returned

LIAISON DIVISION

VII

This division stems from a segment of OCD (old) which in its day had numerous and diverse functions. A handicap to the former organization had been the fetish of formality in all its contacts; everything had to be done just so. More time was spent on procedures than on results.

1 July 1948, four desks were set up in the new Liaison Division; State, Army-Air, CIA and Navy-Non-IAC. It was hoped that the work-load would be spread evenly among them. This structure remained without change until 28 February 1951, when the Cable Branch was set up. This had lately been housed in ONE, and before that in ORE. The Cable Branch, Liaison Division, serves as the central point in CIA for the receipt of all cables from the IAC agencies (including MSA) for prompt agency-wide dissemination, and for the servicing of all CIA requests relating to cables. On 1 June 1951, the three Service desks were combined into one Defense Branch, leaving Non-IAC to operate as a separate branch.

The Liaison Division has put particular emphasis on service to its customers. Its duties are, in general, to coordinate requirements; to secure intelligence information available in numberless hiding places in Washington and to disseminate this material within CIA, to the IAC agencies, and when appropriate to various Non-IAC agencies. In addition the Division is expected to make the requesting and collecting service run smoothly in the field, and to develop contacts with opposite numbers in various advantageous spots. A part of this last assignment is to work out a give and take basis in the exchange of information--people are more inclined to be responsive if their courtesies are returned.

In brief, the Liaison Division is a clearing house for inter-agency contacts, helping to satisfy the wants of outside customers by delivering goods from the CIA shelves, and uncovering and obtaining from colleagues elsewhere the stocks of information of which CIA may stand in need.

However, as the quality and extent of the information on hand in OCD has become more generally and favorably known to customers, a request is often made direct from a division to the one known to be able to satisfy it, thus diminishing the labors of the Liaison officers. However, the Liaison Division remains officially the source through which contacts are to be developed and maintained.

These factors have had the effect of lessening the number of formal requests made to the Liaison Division both from CIA and from other agencies. The number of Requirements Directives (RD's) has steadily decreased, since the days of OCD (old), to an average of 138 a month in the first quarter of 1952. The primary factors contributing to the lessening of the number of formal requests would appear to be the increase in the spontaneous flow of general intelligence material to CIA from other agencies and the continual development of new sources by the Liaison Division itself. This is the direct result of greatly increased mutual appreciation of the respective functions and capabilities of CIA and the IAC agencies. If a require-

ment has to be filled by coordination of intelligence from the field, collection directives are despatched for the necessary information. But at least an equal amount of time is taken up by informal requests of all sorts, which never appear in official totals.

Within the Division the disseminators read the documents which OCD receives and determine to whom, within or without the Agency, they are of interest. In the days of CIG, there were six possible points of distribution for incoming documents; as of January 1952, there were seventy for "normal distribution," plus another seventy-five possible or occasional points, including the intelligence services of [redacted] 25X1A

25X1A [redacted] Within CIA, five offices have documents distributed directly to division or branch level, ORR, OCI, OSI, OO and OCD. The nature and amount of work now handled bely the statistics of the Requirement or Collection Directives.

Another recent duty of the Division is to arrange within CIA for attendance at the briefing or debriefing of various officials from other government agencies.